

## Message Text

PAGE 01 NATO 01411 01 OF 02 122239Z  
ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-04 INR-07 L-03 ACDA-07  
NSAE-00 PA-01 SS-15 PRS-01 SP-02 USIA-06 TRSE-00  
NSC-05 NEA-10 AF-08 IO-13 /095 W  
-----122309Z 014643 /67

R 121525Z MAR 77  
FM USMISSION NATO  
TO SECSTATE WASHDC 2172  
INFO SECDEF WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 1411

FOR EUR/RPM

E.O. 11652: GDS  
TAGS: PFOR MILI NATO EUR XF XG XI  
SUBJ: DRAFT REPORT TO THE NATO MINISTERS ON MEDITERRANEAN  
SITUATION (MED REPORT) NOVEMBER 1976 THROUGH MARCH 1977

REF: NATO DOCUMENT DPA/77/89; MAR 7, 1977

1. WE HAVE POUCHED TO THE NATO SUB-REGISTRY IN THE DEPARTMENT UNDER REGISTRY NO. 4162 A FIRST DRAFT OF THE SEMI-ANNUAL REPORT ON THE SITUATION IN THE MEDITERRANEAN (DPA/77/87). THE REPORT WILL BE REVIEWED BY THE AD HOC GROUP ON THE MEDITERRANEAN MARCH 29 THROUGH APRIL 1. THE NORTH ATLANTIC COUNCIL WILL SUBMIT THE FINAL REPORT TO MINISTERS PRIOR TO THE MAY NAC MINISTERIAL, AND IT WILL APPEAR AS A REFERENCE DOCUMENT ON THE MINISTERIAL AGENDA. THIS MESSAGE SUGGESTS A NUMBER OF CONSIDERATIONS WHICH REVIEWERS OF THE REPORT MAY WISH TO KEEP IN MIND AS THEY PREPARE GUIDANCE ON THE DRAFT AND PROVIDES BACKGROUND INFORMATION ON THE WAY IN WHICH THE REPORT IS HANDLED AT NATO. ACTION REQUESTED: WE WOULD APPRECIATE GUIDANCE BY CLOSE OF BUSINESS MARCH25, ALONG WITH SUPPORTING EXPLANATIONS OF ANY PROPOSED ADDITIONS AND MODIFICATIONS.

CONFIDENTIAL

PAGE 02 NATO 01411 01 OF 02 122239Z

2. THOSE WHO REVIEW THE REPORT IN WASHINGTON WILL WISH TO BE AWARE THAT ALTHOUGH IT IS KNOWN AS THE "MEDITERRANEAN REPORT", THE REPORT ATTEMPTS TO FOCUS ON SOVIET PENETRATION IN THE MEDITERRANEAN AREA. NORMALLY, IT MAKES ONLY PASSING REFERENCE TO THE ACTIVITIES OF OTHER WARSAW PACT NATIONS AND TRIES, TO THE EXTENT POSSIBLE, TO AVOID OVERLAP WITH THE REPORTS DRAFTED BY THE EXPERTS ON THE MIDDLE EAST AND AFRICA. THE REPORT IS DRAWN UP TWICE A YEAR BY REPRESENTATIVES MEETING AT NATO WHO UNDERTAKE A LINE-BY-LINE REVIEW OF A DRAFT PRODUCED BY THE NATO INTERNATIONAL STAFF. THE DRAFT IS LARGELY BASED ON US INTELLIGENCE

DOCUMENTS AND SERVES TO HELP PUT ACCROSS TO THE ALLIES OUR VIEWS ON DEVELOPMENTS IN THE MEDITERRANEAN AREA AND TO POINT UP THE COUNCIL'S CONCERN WITH DEVELOPMENTS AFFECTING THE REGION. NATO NATIONS BORDERING THE MEDITERRANEAN TEND TO TAKE THE REPORT MORE SERIOUSLY THAN DO OTHER ALLIES AND NORMALLY SEND EXPERTS FROM CAPITALS TO THE DRAFTING SESSIONS.

3. WE BELIEVE THE GENERAL FOCUS OF THE WASHINGTON REVIEW SHOULD BE ON CORRECTING ERRORS OF FACT AND JUDGMENT AS WELL AS ON PROVIDING SUPPLEMENTARY INFORMATION ANALYSIS AND CONCLUSIONS WHERE SUCH WOULD APPEAR USEFUL. WITH MORE THAN A DOZEN DRAFTERS MAKING CONTRIBUTIONS, MINOR INSTRUCTED TEXTUAL CHANGES TEND TO BECOME OBSCURED BY THE OVERALL DRAFTING PROCESS. IN PRESENTING SUGGESTED SUBSTANTIVE CHANGES TO THE DRAFTING GROUP, THE USNATO REPRESENTATIVE IS INVARIABLY REQUESTED TO PROVIDE THE REASONING MOTIVATING HIS INTERVENTIONS. THEREFORE, TO THE EXTENT POSSIBLE, WE WOULD APPRECIATE RECEIVING SUPPORTING BACKGROUND INFORMATION AND REASONING RELATED TO PROPOSED CHANGES WHEN THEY ARE NOT SELF-EVIDENT. WE WOULD ALSO WELCOME SPECIFIC LANGUAGE WHEN INSTRUCTED TO UP DATE PORTIONS OF THE REPORT, THOUGH WE EXPECT THAT THE UK WILL TAKE THE LEAD IN THE UPDATING PROCESS.

4. THOUGH THE FINAL DRAFT WILL BE FORWARDED TO WASHINGTON FOR REVIEW PRIOR TO BEING CONSIDERED BY THE NAC, THE ONLY TIME WHEN CHANGES CAN READILY BE MADE IN THE REPORT ITSELF IS DURING THE LATE MARCH DRAFTING PROCESS. CHANGES CUSTOMARILY  
CONFIDENTIAL

PAGE 03 NATO 01411 01 OF 02 122239Z

ARE NOT MADE WHEN THE FINAL DRAFT IS CONSIDERED BY THE COUNCIL, ALTHOUGH PERMREPS ARE ENCOURAGED TO COMMENT ON THE REPORT AT THE NAC WHICH REVIEWS IT AND THEIR OBSERVATIONS ARE MADE PART OF THE TOTAL RECORD SURROUNDING THE REPORT. THUS, WE URGE THAT THE REPORT BE REVIEWED WITH PARTICULAR CARE PRIOR TO THE MARCH 29 DRAFTING SESSION.

CONFIDENTIAL

PAGE 01 NATO 01411 02 OF 02 122251Z  
ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-04 INR-07 L-03 ACDA-07  
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NSC-05 NEA-10 AF-08 IO-13 /095 W  
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R 121525Z MAR 77  
FM USMISSION NATO  
TO SECSTATE WASHDC 2173  
INFO SECDEF WASHDC

C O N F I D E N T I A L SECTION 2 OF 2 USNATO 1411

5. THE PRESENT DRAFT STRIKES US AS LEAN AND QUITE ACCEPTABLE IN ITS BROAD OUTLINES WHEN COMPARED WITH SEVERAL OTHER INITIAL DRAFTS CIRCULATED IN RECENT YEARS, ALTHOUGH NO REPETITIVE INSTRUCTED REPORT OF THIS NATURE IS APT TO BE VERY INSPIRING. THE APPROACH ADOPTED IN THE FALL OF 1976 OF MOVING MUCH OF THE SUPPORTING MATERIAL TO AN ANNEX HAS BEEN CONTINUED. WASHINGTON REVIEWERS SHOULD BE AWARE THAT THE DRAFTERS CONSIDER THE ANNEX WITH THE SAME LINE-BY-LINE ATTENTION THAT THEY GIVE TO THE BODY OF THE REPORT ITSELF.

6. WE BELIEVE THE FOLLOWING SPECIFIC ASPECTS OF THE DRAFT SHOULD BE NOTED DURING THE REVIEW PROCESS:

A. MALTA: (PARA 15) DURING THE FALL 1976 DRAFTING SESSIONS, THE ITALIAN REPRESENTATIVES PRESSED FOR A FULL DISCUSSION OF MALTA IN THE REPORT. THE UK AND THE US RESISTED INTRODUCTION OF MORE THAN A VERY BRIEF REFERENCE. AT THE NOVEMBER 24, 1976, NAC WHEN THE FINAL FALL REPORT WAS REVIEWED THE ITALIAN PERMREP CALLED FOR A BROADER CONSIDERATION OF MALTA IN THE SPRING REPORT. HE WAS SUPPORTED BY THE PERMREPS OF FRANCE AND GREECE AS WELL AS BY ACTING SYG PANSA (76 USNATO 6440 - DTG 241903Z NOV 76). PARA 15 OF THE PRESENT DRAFT STATES ONLY THAT "DUE CONSIDERATION COULD BE GIVEN TO THE SITUATION IN MALTA OVER THE COMING YEARS". THE REPORT'S PRINCIPAL DRAFTER TELLS US THIS SENTENCE IS MERELY CONFIDENTIAL

PAGE 02 NATO 01411 02 OF 02 122251Z

A HOOK ON WHICH BROADER DISCUSSION WILL INEVITABLY BE HUNG. WE WILL PLAN TO FOLLOW STANDING GENERAL GUIDANCE ON MALTA AND WILL ATTEMPT TO ASSURE THAT NO NEW DEPARTURES APPEAR UNDER THE MEDITERRANEAN REPORT UMBRELLA. HOWEVER, WE WOULD WELCOME ANY SPECIFIC GUIDANCE AND LANGUAGE WHICH WASHINGTON MAY CARE TO PROVIDE IN THE CONTEXT OF THE DRAFT REPORT.

B. ITEM (II) OF PARAGRAPH 22 REFLECTS A RECENT ITALIAN REPORT, BUT NOT ITS CONCLUSIONS, ABOUT SOVIET PENETRATION IN LIBYA. IT TENDS TO BE SOMEWHAT INCONSISTENT WITH PARAGRAPH 37, WHICH WE BELIEVE REFLECTS US ASSESSMENTS. THE ITALIANS HAVE CIRCULATED AN ASSESSMENT AT NATO SUGGESTING THAT THE USSR HAS ESTABLISHED A SUPPORT ORGANIZATION IN LIBYA FOR MOSCOW'S OWN PURPOSES (AS-77-021) AND MAY SUPPORT THAT VIEW DURING THE DRAFTING SESSIONS. THE CHAIRMAN OF THE AD HOC GROUP ON THE MEDITERRANEAN HAS TRADITIONALLY SHOWN MORE THAN A PASSING INTEREST IN RELATIONS BETWEEN THE SOVIET UNION AND LIBYA AND WE EXPECT HE WILL GENERATE DISCUSSION ON THE REPORT'S REFERENCES TO LIBYA. WE WOULD APPRECIATE ANY BACKGROUND EVALUATION WHICH WASHINGTON BELIEVES COULD BE USEFULLY SHARED WITH THE ALLIES.

C. THE DRAFT CONCLUSIONS: THE REPORT'S CONCLUSIONS, ALTHOUGH REPETITIOUS OF THOSE OF PREVIOUS MEDITERRANEAN REPORTS, WILL NOT BE REDRAFTED EASILY. THE CONCLUSIONS HAVE BEEN BLESSED OVER A PERIOD OF TIME AND HAVE HAD THE AGREEMENT OF ALLIANCE MEMBERS,

INCLUDING FRANCE, WHICH HAVE IN THE PAST FORCEFULLY CONTESTED  
FORMULATIONS STRAYING VERY FAR FROM THOSE PRESENTED IN PARA 40.

7. WE VERY MUCH APPRECIATE THE SUPPORT OF THOSE IN WASHINGTON  
WHO REVIEW THE REPORTS. WE RECOGNIZE THAT DOING SO IS SOMETHING  
OF A CHORE, BUT BELIEVE THAT THE END RESULTS ARE USEFUL,  
PARTICULARLY AS AN EARNEST OF OUR INTEREST IN NATO'S SOUTHERN  
REGION. STRAUSS-HUPE

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**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009